# DESIGN STANDARDS

LARGE SCALE RETAIL DEVELOPMENT WITHIN
THE C-2 COMMUNITY COMMERCIAL DISTRICT

# PRESENTATION OVERVIEW

1. Background & Request
2. Review text amendments included to date
3. Review revised text amendments (from Oct. 11 public hearing)
4. Review proposed minor modifications
5. Additional research-reuse agreements
6. Staff recommendation

# BACKGROUND

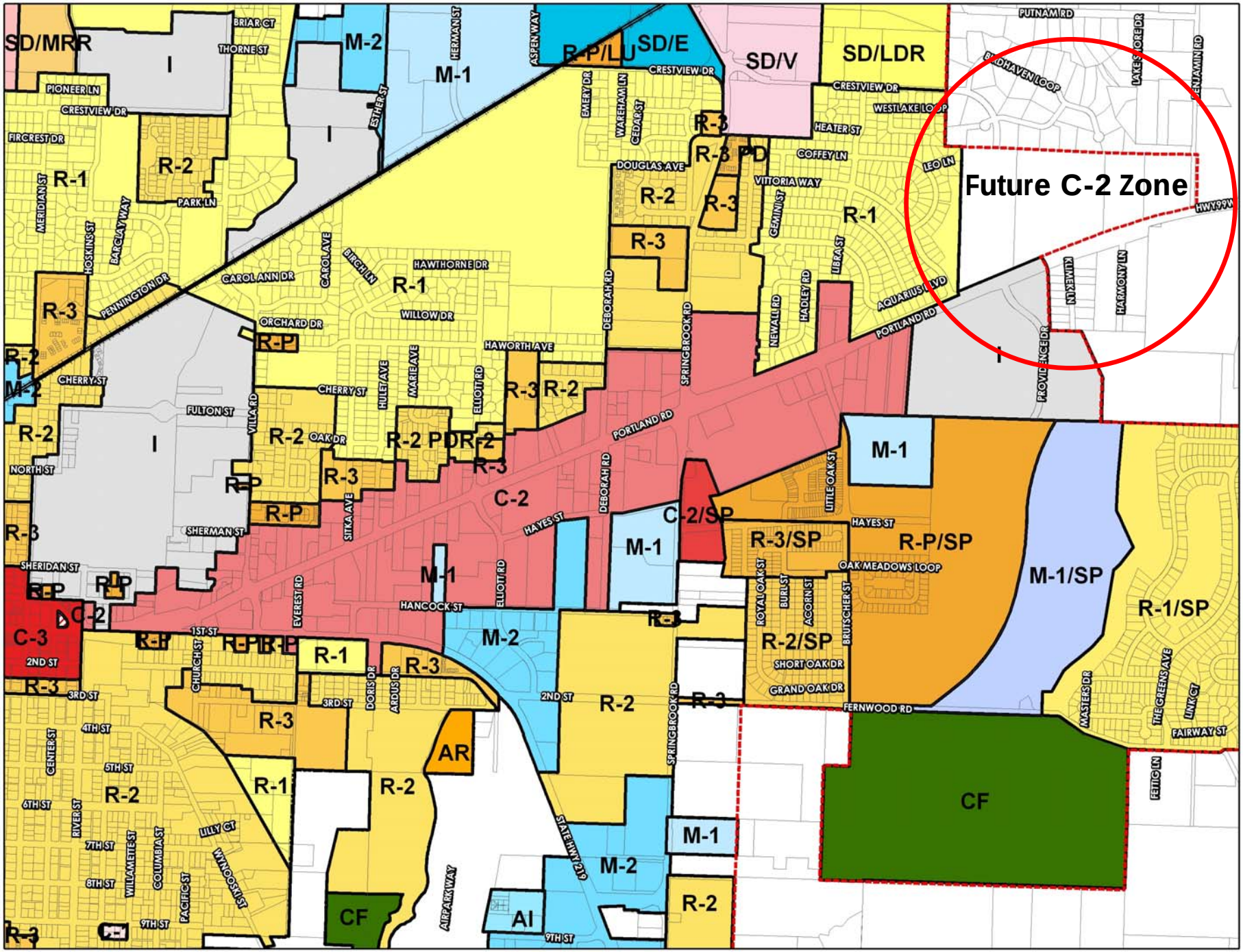
- City Council adopted Resolution 2007-2701, initiating Development Code text amendments to address issues with large scale retail development
- PC Public Hearing April 12, 2007- issues, existing requirements, text amendments proposed
- PC Mobile Workshop May 3, 2007
- PC Public Hearing October 11, 2007 – addendum to proposed text amendments
- PC Public Hearing November 8, 2007- review text amendments to date plus revisions

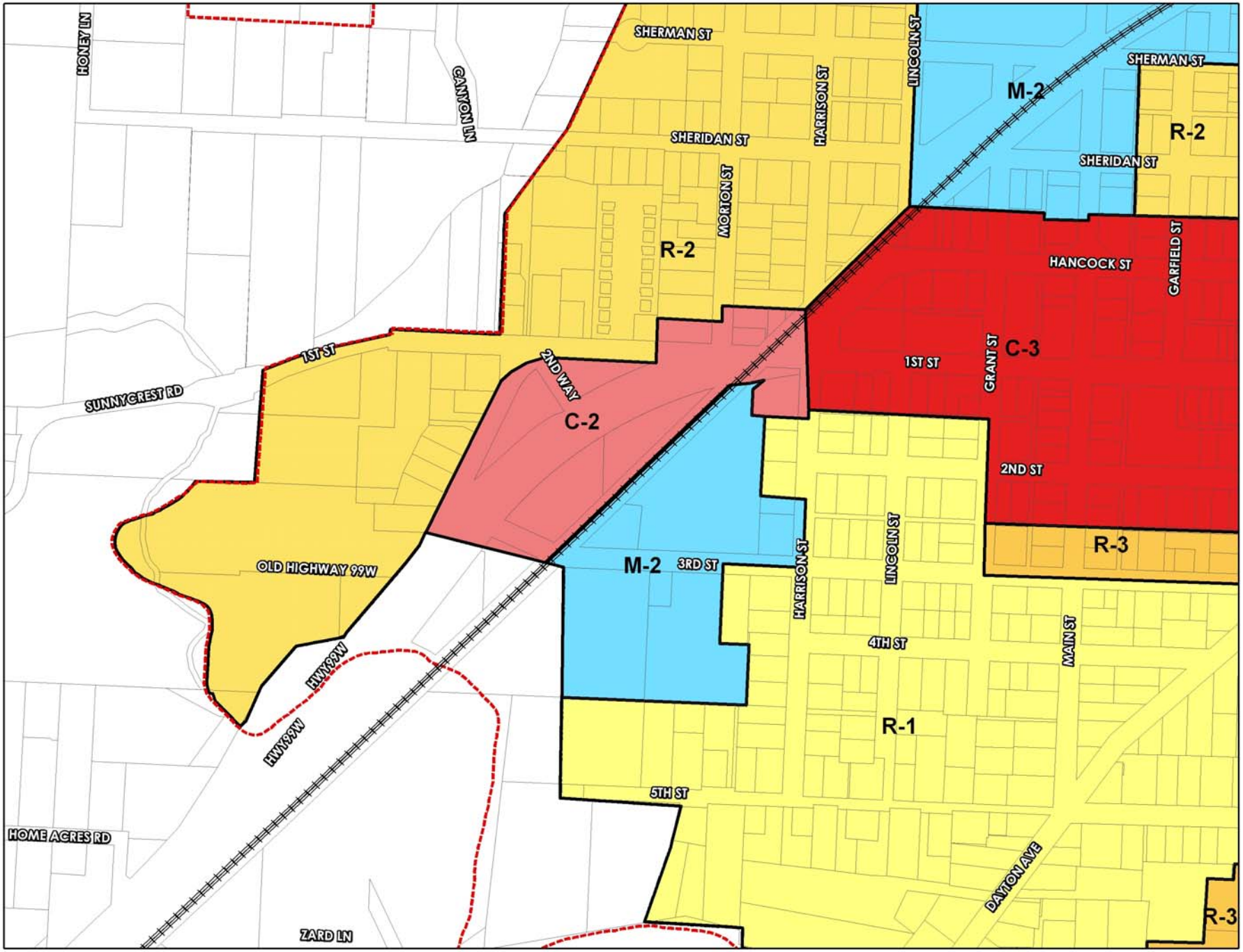
# REQUEST

**<u>Adopt Resolution 2007-235:</u>** Amending Development Code to provide standards for large scale retail in C-2 District

**Planning Commission's Role:**

1. Review text amendment options
2. Choose which amendments to add to Resolution 2007-235
3. Make final recommendation to City Council


Future C-2 Zone
SD/MRR
SD/E
SD/V
SD/LDR
R-P/LU
M-1
M-2
R-1
R-2
R-3
R-3 PD
R-2 PDR-2
C-2
C-2/SP
C-3
R-P
R-P/SP
R-3/SP
R-2/SP
M-1/SP
R-1/SP
CF
AR
AI
I
PORTLAND RD
HAYES ST
HANCOCK ST
FERNWOOD RD
SPRINGBROOK RD
DEBORAH RD
ELLIOTT RD
SITKA AVE
EVEREST RD
CHURCH ST
DORIS DR
ARDUS DR
STATE HWY 219
AIRPARK WAY
PENNINGTON DR
CAROL ANN DR
ORCHARD DR
HAWTHORNE DR
WILLOW DR
HAWORTH AVE
CHERRY ST
FULTON ST
OAK DR
NORTH ST
SHERMAN ST
SHERIDAN ST
1ST ST
2ND ST
3RD ST
4TH ST
5TH ST
6TH ST
7TH ST
8TH ST
9TH ST
CRESTVIEW DR
PIONEER LN
FIRCREST DR
PARK LN
BRIAR CT
THORNE ST
HERMAN ST
ASPEN WAY
EMERY DR
WAREHAM LN
CEDAR ST
DOUGLAS AVE
COFFEY LN
HEATER ST
WESTLAKE LOOP
VITTORIA WAY
GEMINI ST
LIBRA ST
NEWALL RD
HADLEY RD
AQUARIUS BLVD
PUTNAM RD
BIRDHAVEN LOOP
LAKESHORE DR
BENJAMIN RD
LEO LN
HWY99W
KIMEK LN
HARMONY LN
PROVIDENCE DR
LITTLE OAK ST
OAK MEADOWS LOOP
ROYAL OAK ST
BURL ST
ACORN ST
BRUTSCHER ST
SHORT OAK DR
GRAND OAK DR
MASTERS DR
THE GREENS AVE
LINK CT
FAIRWAY ST
FETTIG LN
MERIDIAN ST
HOSKINS ST
BARCLAY WAY
CAROL AVE
BIRCH LN
HULET AVE
MARIE AVE
ELLIOTT RD
VILLA RD
ESTHER ST
CENTER ST
RIVER ST
WILLAMETTE ST
COLUMBIA ST
PACIFIC ST
LILLY CT
WYNOOSKI ST


HONEY LN
CANYON LN
SHERMAN ST
SHERIDAN ST
HARRISON ST
MORTON ST
LINCOLN ST
M-2
SHERMAN ST
R-2
SHERIDAN ST
R-2
HANCOCK ST
GARFIELD ST
1ST ST
2ND WAY
C-2
1ST ST
GRANT ST
C-3
SUNNYCREST RD
2ND ST
R-3
OLD HIGHWAY 99W
M-2
3RD ST
HARRISON ST
LINCOLN ST
4TH ST
MAIN ST
HWY 99W
HWY 99W
R-1
5TH ST
HOME ACRES RD
DAYTON AVE
R-3
ZARD LN

# TEXT AMENDMENTS INCLUDED TO DATE

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## GENERAL CATEGORIES 151.196

*Note: Only apply large scale retail as defined in 151.196 (H)

1. Windows
2. Conditional Use
3. Building Façade Design
4. Building Orientation
5. Landscaping
6. Connectivity
7. Parking

1

# WINDOWS

TEXT AMENDMENT

## *151.196 (G) Windows*

(1) On commercial building facades facing a public street, windows shall comprise a minimum of 40% of the ground floor facade. For large-scale buildings and developments meeting the standards under subsection (H) below, windows shall comprise a minimum of 20% of the ground floor façade.

(2) 50% of all required window area shall allow view into an active space. An active space is defined as any area within a building that is used for shopping, dining, office space, and so forth. Merchandise display windows shall be considered an active space. Examples of areas that are considered non-active spaces are storage and mechanical equipment areas.

# ② CONDITIONAL USE PERMIT

TEXT AMENDMENT

## *151.196 (H) Design of large-scale buildings and developments.*

All buildings on a development site shall conform to the design standards included under § 151.196 (H)(1) where the total square footage of one commercial building exceeds 30,000 square feet of total ground floor area *or* all commercial buildings exceed 50,000 square feet of total ground floor area. Deviations from these standards may be approved, where appropriate, through the conditional use permit process.

3

# FAÇADE DESIGN

TEXT AMENDMENT

## *151.196 (H)(1) Design of large-scale buildings and developments.*

At least ~~four~~ five of the following elements shall be included along each 100 feet of building frontage facing a street:

(a) A building offset or projection of at least 6 feet depth and width.

(b) An awning or roof sheltering a pedestrian walkway or seating area.

(c) Each building façade shall be comprised of at least two building materials, with the lesser comprising not less than 10% of the total façade.

(d) Contrasting brick, stone, or natural wood trim.

(e) Pitched roofs or gable-end roofs.

(f) Curved arches or roof line features.

(g) A tower, spire, or cupola.

(h) a cornice.

(i) recessed entrances.

(j) Second story windows that comprise a minimum of 10 percent of the second floor façade.

3

# FAÇADE DESIGN

TEXT AMENDMENT

## *151.196 (H)(3) Design of large-scale buildings and developments.*

(3) For all ground floor facades that do not face a public street, windows shall comprise a minimum of 20 % of the ground floor façade or a landscape strip shall be provided adjacent to the building. The landscape strip shall be a minimum of 5 feet in width and include a combination of trees, shrubs, and groundcover or grass. Plant material shall be selected from at least two of the different plant material groups (example: trees and shrubs, or lawn and shrubs, or lawn and trees and shrubs). The type of tree selected shall have a crown of less than 15 feet at maturity. Exceptions to this standard include building facades that abut outdoor storage areas, loading docks, and mechanical equipment areas.

# 4 BUILDING ORIENTATION

TEXT AMENDMENT

## *151.196 (H)(4) Building Orientation.*

(4) *Building orientation.* All buildings shall be oriented to a primary street as defined in division (A) *or* oriented to a plaza or open space within the development site that connects to the primary street. "Oriented to a plaza or open space" means that the building entrance faces the plaza or open space or is connected to the plaza by a direct and convenient pathway not exceeding 60 feet in length. One square foot of interior open space or plaza space shall be required for every 5 ~~10~~ square feet of gross floor area. Sitting spaces shall be provided for every 500 square feet of plaza space or open space. One tree shall be provided for every 800 square feet of plaza space or open space.

5

# LANDSCAPING

TEXT AMENDMENT

## *151.196 (H)(5) On-site landscaping and screening.*

(a) An island of landscape area shall be located to separate blocks of parking spaces. At a minimum, one deciduous shade tree per five parking spaces shall be planted to create a partial tree canopy over and around the parking area. The type of tree shall be chosen from the City of Newberg Preferred Street Tree List and have a minimum crown spread of 25 feet. No more than five parking spaces may be grouped together without an island separation unless otherwise approved by the Director based on the following alternative standard:

CONTINUED →

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# LANDSCAPING

TEXT AMENDMENT

## *151.196 (H)(5) On-site landscaping and screening.*

a.1) Provision of a continuous landscape strip, with a five foot minimum width, which runs perpendicular to the row of parking spaces.

a.2) Provision of tree planting landscape islands, each of which is at least 16 square feet in size, and spaced no more than 50 feet apart on average, within areas proposed for grouped parking. For every 5 planting landscape islands, 1 shall be no less than 500 square feet in size.

5

# LANDSCAPING

TEXT AMENDMENT

## *151.196 (H)(5) On-site landscaping and screening.*

(b) A 20-foot wide landscaped buffer shall be provided between the development and any adjoining residential district. The buffer shall include a continuous 6-foot high sight-obscuring fence or wall, a continuous hedge and/or berm designed to achieve a height of 6-feet upon maturity, a row of trees not more than 35 feet on-center, and shrubs or living groundcover.

(c) Outdoor storage areas, loading docks, and mechanical equipment areas shall be fenced or screened with landscaping between the area and public streets.

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# CONNECTIVITY

TEXT AMENDMENT

## *151.196 (H)(6) Vehicle and pedestrian connectivity.*

(b) At a minimum, 95% of the parking spaces shall be located within 75 feet of a private walkway.

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# PARKING

TEXT AMENDMENT

## *151.196 (H)(8) Parking.*

(8) The number of parking spaces shall not exceed 125 percent of the minimum number of spaces required. Parking spaces constructed of grass blocks, grasscrete, or similar material shall not be counted in this limit.

# REVISED TEXT AMENDMENTS

# REVISED TEXT AMENDMENTS

## GENERAL CATEGORIES 151.196

*Note: Only apply to sites with buildings over 30,000 sq. ft.

1. On-Site streets
2. Building orientation
3. Pedestrian scale lighting

# ① ON-SITE STREETS

REVISED TEXT AMENDMENT

**§151.196 (H)(6)(a)** Public streets shall be dedicated on-site. Internal streets shall be designed according to all applicable local street standards contained in the Development Code. Block length shall not exceed 800 feet and the average perimeter of blocks shall not exceed 2000 feet. Blocks in excess of these standards are allowed where; access controlled streets, railroads, topographic barriers, wetlands, water bodies, or pre-existing development restrict internal street location and design. In these cases, block length and perimeter shall be as small as practical. Streets shall connect to existing public streets approximately every 800 feet and connect to adjacent lots where an existing street connection is located.

Staff Recommendation: Adopt revised option.

# ② BUILDING ORIENTATION

REVISED TEXT AMENDMENT

**§151.196 (H)(4)(b).** *Building orientation.* The façade of greatest length shall be oriented to the primary street, plaza, or open space as defined in division (A) and division (H)(3). This requirement does not apply where the length of the building façade exceeds the width of the lot or the orientation requirements contained in this section conflict with any applicable vehicular access standards of the Municipal Code.

Staff Recommendation: Adopt no option. Existing requirements regarding pedestrian connectivity and street orientation are found to be sufficient.

# 3 PEDESTRIAN SCALE LIGHTING

REVISED TEXT AMENDMENT

**§ 151.196 (H)(7)** *Pedestrian scale lighting*. Pedestrian scale lighting shall be located along all internal walkways and provide a minimum illumination of 1 foot candle. Building entrances shall have a minimum illumination of 5 foot candles. Lighting shall be fully shielded so that no light is emitted at an angle above the horizontal plane as illustrated by the lighting plan. The type of features that should be considered, but not limited to, include; street lamps, light fixtures attached to buildings, and light bollards. All pedestrian scale light fixtures shall not exceed a maximum height of 15 feet as measured from grade to the fixture lamp.

Staff Recommendation: Adopt revised option.

# PROPOSED MINOR MODIFICATIONS TO CODE

1

# FAÇADE DESIGN

## PROPOSED MINOR MODIFICATION

**§ 151.196 (H)(1)** Incorporate changes in building direction (i.e., articulation), and divide large masses into varying heights and sizes. Such changes may include building offsets; projections; changes in elevation or horizontal direction; sheltering roofs; terraces; a distinct pattern of divisions in surface materials; and use of windows, screening trees; small-scale lighting (e.g., wall-mounted lighting, ~~or up-lighting~~); and similar features. At least ~~four~~ five of the following elements shall be included along each 100 feet of building frontage facing a street:

(a) A building offset or projection of at least 6 feet depth and width.
(b) An awning or roof sheltering a pedestrian walkway or seating area.
(c) Each building façade shall be comprised of at least two building materials, but the lesser comprising not less than 10% of the total façade.
(d) Contrasting brick, stone, or natural wood trim.
(e) Pitched roofs or gable-end roofs.
(f) Curved arches or roof line features.
(g) A tower, spire, or cupola.
(h) A cornice.
~~(i) recessed entrances.~~
(j) Second story windows that comprise a minimum of 10 percent of the second floor façade.

# ② BUILDING ENTRANCES

## PROPOSED MINOR MODIFICATION

**§ 151.196**(A) *Building entrances*. Each building on a lot shall have a primary pedestrian entrance oriented to the primary street. "Oriented to a street" means that the building entrance faces the street or is connected to the street by a direct and convenient pathway not exceeding 60 feet in length. "Primary street" means the ~~highest classification street abutting the lot. On lots which abut two or more streets of equal classification, the primary street shall be the~~ street which has the highest estimated volume of pedestrian traffic. This requirement does not apply to buildings that are located behind other buildings on the lot such that 50% or more of their building frontage is blocked by the front building, as measured by sight lines that are perpendicular to the street right-of-way. Such rear buildings shall have a primary entrance oriented to an internal sidewalk or pedestrian pathway system which is internally connected and provides a connection to the primary street.

# 3 BUILDING ORIENTATION

## PROPOSED MINOR MODIFICATION

**§ 151.196 (H)(4)** *Building orientation.* All buildings shall be oriented to a primary street as defined in division (A) *or* oriented to a plaza or open space within the development site that connects to the primary street. "Oriented to a plaza or open space" means that the building entrance faces the plaza or open space or is connected to the plaza by a direct and convenient pathway not exceeding 60 feet in length. One square foot of interior open space or plaza space shall be required for every 5 ~~10~~ square feet of gross floor area. Sitting spaces shall be provided for every 500 square feet of plaza space or open space. One tree shall be provided for every 800 square feet of plaza space or open space.

# 4 BUILDING ORIENTATION

## PROPOSED MINOR MODIFICATION

**151.196 (G)(2) Windows.** 50% of all required window area shall allow view into an active space. An active space is defined as any area within a building that is used for shopping, dining, office space, and so forth. Merchandise display windows shall be considered an active space. Examples of areas that are considered non-active spaces are storage and mechanical equipment areas.

# 5 CONDITIONAL USE PERMITS

## PROPOSED MINOR MODIFICATION

**Remove the 30,000 square foot threshold for selected permitted uses.**

**§ 151.356 PERMITTED BUILDINGS AND USES.**
Example from code….

(34) Clothing apparel shops ~~(less than 30,000 square feet gfa).~~
(35) Clubs, lodges and meeting halls.
(36) Cocktail lounges.
(37) Colleges, business or private.
(38) Confectionery stores with fountains.
(39) Curio shops ~~(less than 30,000 square feet gfa).~~

# 5 CONDITIONAL USE PERMITS

PROPOSED MINOR MODIFICATION

**§ 151.357 BUILDINGS AND USES PERMITTED CONDITIONALLY.**

(I) ~~Any use greater than or equal to 30,000 square feet gfa, that would be a permitted use under § 151.356 except for the floor area limitation in that section.~~ All developments sites within the C-2 district that include buildings that individually exceed 30,000 gfa or 50,000 cumulative gfa that do not meet the code requirements of §151.196 (G) and (H).

# ADDITIONAL RESEARCH

# ADAPTIVE REUSE AGREEMENTS

## GENERAL FINDING

- Asked planners if vacant buildings were an issue or if reuse agreements were used.

- Most staff persons did not indicate that vacant large scale retail buildings are an existing problem or that vacant building reuse agreements are used.

- Medford: Not an issue but considering a maintenance agreement.

- Redmond: Recent vacancy of a Wal-Mart but confident it will be occupied soon.

- Anecdotal evidence:
    - Oregon has no Wal-Mart stores for sale or lease (30 existing stores) as of November 2007
    - Some research shows that having excess retail, and businesses opening a second store are the main reason for vacancies.

# ADAPTIVE REUSE AGREEMENTS

## PROPOSED TEXT AMENDMENT

Optional Proposed Text Amendment:

§ 151.196 (H)(9) *Vacant buildings.* All buildings that exceed 30,000 gfa shall have a vacant building surety agreement filed with the City. The terms of the agreement will be reviewed during the conditional use permit process.

Staff Recommendation: Adopt no option. It is found that a vacant building surety agreement is not necessary at this time.

# STAFF RECOMMENDATION

1. Consider the proposed amendments and any changes.

2. **<u>Adopt Resolution 2007-235:</u>** Amending Development Code to provide standards for large scale retail in C-2 District.